

Message Text

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SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: A) STATE 64907; B) ATHENS 1948, APRIL 1, 1974

PARIS FOR UNESCO
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SUMMARY - IMPLEMENTATION OF VERY MODEST UN PROGRAM IN GREECE
SOMEWHAT HAMPERED DURING 1974 DUE TO FUNDAMENTAL POLITICAL CHANGES,
THE CYPRUS CRISIS, AND ECONOMIC PROBLEMS. AS NEW GOVERNMENT
SETTLES IN, EMBASSY EXPECTS IMPROVEMENT IN QUALITY OF GOG PARTICIPATI
ON.

UNDP RESREP CONTINUES TO FUNCTION WELL AS COORDINATOR OF PROGRAMS.
LOCAL UNDP REPS CONCERNED AT INABILITY TO BE RESPONSIVE TO GOG
REQUESTS FOR NEW PROGRAMS DUE TO COMMITMENT OF VIRTUALLY ENTIRE
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IPF FOR 1974-1976. AUTHORIZATION TO BORROW AGAINST NEXT PROGRAM

HAS BEEN REQUESTED, BUT NOT YET GRANTED. EMBASSY BELIEVES THAT THIS REQUEST MERITS OUR STRONG SUPPORT.

1. BACKGROUND - THE FOLLOWING EVALUATION OF UN ASSISTANCE PROGRAMS SHOULD BE READ WITHIN THE CONTEXT OF THE UNUSUAL POLITICAL AND ECONOMIC

DEVELOPMENTS IN GREECE DURING THE PAST YEAR. AFTER SEVEN YEARS OF DICTATORIAL RULE, THE MILITARY JUNTA COLLAPSED ON JULY 1974, AND AN INTERIM CIVILIAN GOVERNMENT UNDER FORMER PRIME MINISTER CONSTANTINE CARAMANLIS ASSUMED CONTROL. IN THE NOVEMBER 1974 ELECTIONS CARAMANLIS' PARTY RECEIVED AN OVERWHELMING MAJORITY IN PARLIAMENT. FROM AN ECONOMIC PERSPECTIVE, A PERIOD OF INFLATIONARY BOOM TURNED INTO ONE OF STAGFLATION BY THE SECOND QUARTER OF 1974. THE CYPRUS CRISIS AND RELATIONS WITH TURKEY CONTINUE TO DOMINATE THE ATTENTION OF GREEK POLICY MAKERS. DURING THE SECOND HALF OF 1974, THEN, A NEW AND TEMPORARY GOVERNMENT WAS PREOCCUPIED WITH A VARIETY OF SERIOUS POLITICAL AND ECONOMIC PROBLEMS. UNDER THESE CIRCUMSTANCES THE IMPLEMENTATION OF THE RATHER MODEST UN PROGRAM DID NOT RECEIVE PRIORITY TREATMENT. NUMEROUS CHANGES IN SENIOR GOVERNMENT PERSONNEL AND SEVERE BUDGETARY CONSTRAINTS POSED THE MOST SERIOUS OBSTACLES.

2. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM - WITH FOUR YEARS OF EXPERIENCE UNDP RESREP RICHARD SYMONDS IS AN EFFECTIVE COORDINATOR OF UNDP AND OTHER UN TECHNICAL ASSISTANCE. POLITICAL EVOLUTIONS SINCE MID-1973 HAVE RESULTED IN FREQUENT CHANGES IN GOVERNMENT PERSONNEL AND LACK OF CONTINUITY IN DEALING WITH UN PROJECTS. AT THE SAME TIME MORE IMMEDIATE POLITICAL PROBLEMS TENDED TO PREVENT HIGH LEVEL INTEREST OR INVOLVEMENT IN THE PROGRAMS. RELATIVELY SCARCE BUDGETARY RESOURCES TENDED TO FURTHER DISCOURAGE GOG COOPERATION. MORE OBSERVATIONS ON THIS PROBLEM AS IT HAS AFFECTED PROGRAM IMPLEMENTATION CONTAINED BELOW IN PARAGRAPH 7. CONSIDERING THESE PROBLEMS, LOCAL RESREP HAS DONE WELL IN HIS DEALINGS WITH GOG OFFICIALS. COUNTRY PROGRAMMING BACKGROUND PAPER PREPARED IN JANUARY 1973 CONTAINS A REASONABLY FRANK APPRAISAL (PP 63-5) OF SOME GENERAL PROBLEM AREAS IN RESREP-GOG RELATIONSHIP. WITH RESPECT TO SEVERAL UN AGENCIES, COOPERATION AND COORDINATION SEEM GOOD, AND NO DUPLICATION OF EFFORT APPARENT. RESREP HAS DUAL FUNCTION IN ATHENS, AS UNDP REP AND ACTING REPRESENTATIVE OF MOST EXECUTING AGENCIES. WHO AND IAEA NOT LIMITED OFFICIAL USE

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REPRESENTED THIS WAY, BUT COORDINATION WITH RESREP VERY GOOD. COOPERATION BETWEEN UNDP AND IBRD HAS BEEN SATISFACTORY. SYMONDS BELIEVES THAT IBRD COULD, ON WORLD-WIDE SCALE, TRY TO MAKE MORE USE OF VIEWS OF LOCAL RESREPS ON TECHNICAL ASSISTANCE PROJECTS, BUT HE DOES NOT REGARD PROBLEM AS MAJOR ONE HERE. UNICEF HAS SPONSORED NO PROGRAMS IN GREECE SINCE 1970. OECD HAS SMALL EXPOSURE IN GREECE, MOSTLY IN AGRICULTURAL PROJECTS. OECD DOES NOT CONSULT OR INFORM UNDP OF ITS PROGRAMS, AND GOG

HAS NOT ALWAYS KEPT RESREP U-TO-DATE ON OECD ASSISTANCE. FOR THIS REASON DUPLICATIONS ALMOST OCCURRED RECENTLY IN TOW AGRICULTURAL PROJECTS. GREECE ALSO RECEIVES SOME FRENCH BILATERAL ASSISTANCE IN THE FORM OF VISITING EXPERTS, AND LIMITED NUMBER OF BRITISH FELLOWSHIPS, AND BOTH PROGRAMS ARE COORDINATED WITH RESREP THROUGH LOCAL EMBASSIES.

3. COORDINATION OF ALL EXTERNAL ASSISTANCE - IN RECENT YEARS EXTERNAL TECHNICAL ASSISTANCE LIMITED TO UN AGENCIES AND OECD. PARA 2 DEALS WITH RESREP IN COORDINATION ROLE AND RESREP-GOG RELATIONSHIP. NEW ELEMENT IN EQUATION IS UNFREEZING OF \$57 MILLION IN EUROPEAN INVESTMENT BANK FUNDS FO INFRASTRUCTURE DEVELOPMENT, AND PROBABLE AGREEMENT ON SECOND FIANACIAL PROTOCOL THIS YAR. MINISTRY OF COORDINATION AND PLANNING CHIEF POLICY AND COORDINATIN AGENT IN GOG FOR DEVELOPMENT PROGRAMS, INCLUDING EXTERNAL ASSISTANCE. NATIONAL INVESTMENT BANK FOR INDUSTRIAL DEVELOPMENT AHS ALSO PLAYED IMPORTANT ROLE IN CHANNELING DEVELOPMENT FUNDS, PARTICULARLY FROM IBRD. RESREP HAS PLAYED ACTIVE ROLE IN PROMOTING COORDINATION OF ALLEXTERNAL ASSISTANCE PROGRAMS IN PAST, AND HAS MAINTAINED GOOD WORKING RELATIONSHIP WITH GOG AGENCIES IN PROCESS. THERE IS NO REASON TO DOUBT THAT HE WILL CONTINUE TO DO SO IN FUTURE.

4. ROLE OF RESREP VIS-A-VIS OTHER UN SYSTEM ACTIVITIES - RES REP IS USED EXTENSIVELY TO COORDINATE UN ACTIVITIES OUTSIDE USUAL REALM OF TECHNICAL ASSISTANCE. GROWING NUMBER OF SUCH ACTIVITIES HAS PLACED SOME STRAIN ON MANPOWER RESOURCES, BUT PROBLEM NOT YET OF SERIOUS PROPORTIONS.

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5. COUNTRY PROGRAM REVIEW - DUE TO CHANGES IN GOVERNMENT SUMMARIZED PARA 1, UNDP STAFF POSPONED REVIEW OF COUNTRY PROGRAM UNTIL MAY, 1975, WITH THE EXPECTATION THAT THE APPOINTMENT AND ORIENTATION OF SENIOR STAFF WOULD BE COMPLETED BY THEN. BECAUSE OF THE VERY SMALL AMOUNT OF UNCOMMITTED FUNDS (SEE PARA 6) REVIEW WILL SIMPLY BE UPDATING OF PROGRAM. AS DEPARTMENT AWARE, THIS TO BE FIRST REVIEW OF COUNTRY PROGRAM SINCE APPROVAL BY GOVERNING COUNCIL.

6. APPRAISAL OF PROPOSED PROJECTS - EMBASSY HAS LONG MAINTAINED CLOSE CONTACTS WITH UNDP, AND DISCUSSED INFORMALLY WITH RESREP, GOG, AND VISITING CONSULTANTS VARIETY OF PROGRAMS AND QUESTIONS OF MUTUAL INTEREST. WITHIN RECENT MONTHS EMBASSY HAS DISCUSSED PROGRAMS WITH RESREP AND/OR HIS DEPUTY IN SEVERAL INSTANCES, AND ALSO MET OR TALKED WITH CONSULTANTS ON UN INDUSTRIAL DEVELOPMENT, EDUCATION AND POLLUTION PROJECTS. HOWEVER, SINCE UNCOMMITTED RESERVES AMOUNT TO LESS THAN \$5 MILLION OF THE \$7.5 MILLION INDICATIVE PLANNING FIGURE FOR 1972-76 (AND EVEN THIS SMALL RESERVE IS BEING ERODED BY THE IMPACT OF INFLATION ON THE COST LIMITED OFFICIAL USE

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STRUCTURE OF EXISTING PROGRAMS) ADDITIONAL PLANNING POSSIBILITIES FOR 1975-76 ARE EXTREMELY LIMITED.

7. PROJECT IMPLEMENTATION - PARTICULARLY SUCCESSFUL PROGRAMS INCLUDE URANIUM EXPLORATION PROJECT, DACUS FLY STERILIZATION PROGRAM, AND CERTAIN ASPECTS OF ENVIRONMENTAL PROTECTION EFFORT. INFORMATION ON FIRST TWO CONTAINED REF B, SECTION E (PROJECT IMPLEMENTATION). AS OUTGROWTH OF LOCAL UNDP POLLUTION PROJECT IT APPEARS THAT GOG MOVING RAPIDLY TOWARDS CREATION OF MUCH NEEDED ENVIRONMENTAL AGENCY WITHIN THE GREEK GOVERNMENT TO FORMULATE POLICY ON NATION-WIDE BASIS. INTERNATIONAL ASPECTS OF UN PROGRAM, SPECIFICALLY BALKAN SEISMICITY STUDY AND VARDAR/AXIOS RIVER BASIN DEVELOPMENT PROJECT (GREECE AND YUGOSLAVIA) HAVE ASSISTED IN PROMOTING CONTACT AMONG THE POLITICALLY DIVERSE NATIONS OF THE AREA. EMBASSY UNDERSTANDS UNDP CURRENTLY CONSIDERING THE FUNDING OF A FEASIBILITY STUDY FOR A BALKAN-WIDE INTERCONNECTION OF ELECTRICITY GRIDS AND HAS ALREADY RECEIVED INDICATIONS OF INTEREST FROM ALL NATIONS INVOLVED (GREECE, YUGOSLAVIA, ALBANIA, BULGARIA, ROMANIA AND TURKEY). KATE PROJECT (TECHNICAL SCHOOLS) IS EXAMPLE OF FIRST-RATE CONCEPT SUFFERING FROM POOR IMPLEMENTATION. ACCORDING TO CONSULTANTS ASSOCIATED WITH THE EH PROGRAM, THE GOG HAS FAILED TO GIVE ADEQUATE

ATTENTION TO THE PROJECT. VERY LITTLE EQUIPMENT HAS BEEN PROCURED FOR THE SCHOOLS - PARTIALLY DUE TO AN INEFFECTUAL PROCUREMENT SYSTEM, AND VERY LOW SALARY LEVELS HAVE HAMPERED TEACHER RECRUITMENT EFFORTS. THE UNESCO SELETE TEACHING TRAINING PROGRAM HAS SUFFERED FROM THE NON-AVAILABILITY OF COUNTERPART FUNDS AND PERSONNEL. THE UNIDO INDUSTRIAL ZONE PROGRAM HAS BEEN HAMPERED BY THE LACK OF CONTINUITY IN THE GOG. THE EMBASSY EXPECTS THAT THE PROBLEMS OF LACK OF CONTINUITY, INCONSISTENCIES IN POLICY, AND GENERAL LACK OF ATTENTION WHICH HAVE CAUSED DELAYS AND WASTE IN RECENT PAST WILL BE AMELIORATED AS THE CARAMANLIS GOVERNMENT SETTLES IN. WITH RESPECT TO WEEDING OUT OR STRENGTHENING OF WEAK PROJECTS, GOG-UNDP REASONABLY EFFECTIVE. CURRENT DEVELOPMENTS ON ENVIRONMENTAL AGENCY A DIRECT RESULT OF ATTEMPT TO STRENGTHEN UNDP/WHO ENVIRONMENT PROJECT. PASTURE DEVELOPMENT PROJECT, ON OTHER HAND, WAS CANCELLED AT RECOMMENDATION OF GOG OFFICIALS DUE TO ITS LACK OF PRIORITY. HOUSING AND ALLOWANCES HAVE NOT, TO EMBASSY'S KNOWLEDGE, AFFECTED THE RATE OF PROJECT IMPLEMENTATION.

8. PROJECT EVALUATION - ANNUAL TRIPARTITE REVIEW SYSTEM HAS BEEN LIMITED OFFICIAL USE

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INSTITUTED. AS INDICATED PARA 2, RESREP REPRESENTS BOTH UNDP AND EXECUTING AGENCIES IN MOST INSTANCES SO CHANGE IN SYSTEM WAS NOT EXPECTED TO HAVE LARGE IMPACT HERE. DUE TO ALMOST COMPLETE UTILIZATION OF IPF THE ANNUAL REPORT REQUIREMENT HAS BEEN WAIVED UNTIL NEW COUNTRY PROGRAM GOES INTO EFFECT. REGULAR MONITORING OF EACH PROJECT CONTINUES, WITH IN-DEPTH EVALUATION CARRIED OUT IF SERIOUS PROBLEMS DEVELOP. FOR LARGE SCALE PROJECTS MANDATORY "MID-TERM" EVALUATIONS ARE CONDUCTED. SYSTEM APPEARS ADEQUATE GIVEN CURRENT SCOPE OF PROGRAMS.

9. WOMEN IN DEVELOPMENT - THIS IS TO BE AN AREA OF FOCUS THIS YEAR AND PRELIMINARY DISCUSSIONS ARE UNDER WAY WITH GOG OFFICIALS ON HOW PROGRESS CAN BE FOSTERED THROUGH THE FORMULATION AND IMPLEMENTATION

ON UN PROGRAMS. A UNDP SPONSORED EXPERT ON SOCIAL RESEARCH WILL EXAMINE SOCIAL IMPLICATIONS OF DEVELOPMENT PROGRAMS IN GREECE, AND ONE ASPECT OF THE STUDY WILL BE THEIR EFFECT ON, AND OPPORTUNITIES FOR, WOMEN.

1. FOLLOW-UP - A MAJOR PROBLEM FACING LOCAL UNDP RESREP IS LACK OF FUNDS. AS INDICATED ABOVE VIRTUALLY ENTIRE IPF FOR 1972-76 ALREADY COMMITTED. EMBASSY UNDERSTANDS THAT LOCAL UNDP REPS DESIROUS OF SHOWING SYMPATHY AND SUPPORT FOR GOVERNMENT IN AFTERMATH OF RESTORATION OF DEMOCRACY. ONE POSSIBLE SOLUTION WOULD BE BORROWING AGAINST NEW PROGRAM TO MEET REQUESTS BY GOG. AUTHORIZATION HAS BEEN REQUESTED, BUT NOT RECEIVED THUS FAR. EMBASSY BELIEVES THAT THIS REQUEST MERITS OUR STRONG SUPPORT. KUBISCH

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